

4 September 1973

MEMORANDUM FOR [REDACTED]

SUBJECT: ~~Special Projects~~ Area Products Branch Input to DCI Report to PFIAB

1. Reference is the attached outline of the DCI "Annual Report on Coordination of the U.S. Foreign Intelligence Effort." This report is due for submission by the DCI on 1 October and it is planned to have a first draft completed by 10 September. Overall length of the draft is expected to be 30-40 double-spaced pages, and since there are 41 items in the outline, coverage on each has to be quite brief.

2. The period covered by the report is 1 July 1972 through 30 September 1973. Emphasis should be on community aspects of the DCI's responsibilities.

3. It is requested you provide me by close of business on Thursday 6 September about one page each on the following outline headings:

- " 4. Product review and improvement
- a. Nature of the Problem A
 - b. New national intelligence product formats :
 - c. The NIO concept A
 - d. A new approach to NIE production ,
 - f. National Intelligence Survey program "

4. I have asked [REDACTED] to write a page on Item 4 e: Current and Crisis intelligence reporting system

5. [REDACTED] of CCG is writing the CCG section on Coordination of resource matters, which includes Item 6 c (5) [REDACTED] You may want to have [REDACTED] check with [REDACTED] on our ideas [REDACTED]

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Approved For Release 2006/11/13 : CIA-RDP82M00531R000800120049-5

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4. Product Review and Improvement

a. Nature of the problem

Criticisms of intelligence products, particularly by policy-level consumers, have been taken into account in redirecting the intelligence production effort. Consumers complained of too much event or "newspaper" style reporting, too little in-depth analytical production, a lack of coordinated judgments, and a lack of clearly stated dissenting views. Important judgments were often muffled or hedged to seek acceptable bureaucratic compromises, and no effective machinery existed in some areas to assure intelligence community attention to specific user requirements. To meet these criticisms several steps have been taken and are being taken, including modification of the Intelligence Community's organization to meet user needs, creation of new products, new formats ^{for} ~~from~~ some existing products, and elimination of products not essential to user need^s.

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b. The NIO Concept

(1) National Intelligence Officers will be appointed for geographic and functional areas to insure more effective management of intelligence resources in meeting consumer requirements. The primary function of an NIO will be to provide contact laterally on his subject across the functionally organized Intelligence Community and with customers and outside consultants as required. Each NIO will be responsible to the Director for providing Intelligence Community coordinated products (using such panels of experts or ad hoc committees and arranging USIB consideration as may be required) to satisfy requirements for NIE's, NSSM responses, DCI briefings (e.g., NSC, WSAG, Congress), etc. He will assist the Director in identifying customer needs for National Intelligence, uncertainties requiring collection guidance, analysis or production, and national policy problems on which National Intelligence might offer assistance. He will maintain close personal contact with NSC Staff and other principal intelligence consumers and contributors at the departmental level. The NIO will be charged with presenting for the Director's review fully objective presentations of alternate views and interpretations.

(2) The tentative list of NIOs which will be adjusted as required includes:

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USSR and Satellites

Europe, EC and NATO

Northeast Asia

Southeast Asia

Moslem World

Latin America

Economic Intelligence

Strategic Weapons and Advanced Technology (SALT)

General Purpose Forces (MBFR)

(3) NIO nominations are now being received from USIB members
and it is anticipated the NIOs will be appointed by _____.

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c. A new approach to NIE production.

(1) The criteria for National Intelligence Estimates (NIEs)

was sharpened as follows:

- The intended users will be NSC-level policy-making authorities.
- Topics selected for treatment in the NIE format will be limited to those of high policy concern.
- The exposition will normally be structured in such a way as to illuminate policy issues and, when appropriate, the choices which may be open to policy authorities.
- Brevity; if backup material is required it will be published in separate annexes.

(2) A new national intelligence estimative product, the National Intelligence Analytical Memorandum (NIAM), was initiated. The criteria for the NIAM include:

- The intended users will be officials involved in policy support activities below the NSC level.
- Topics selected for treatment in estimative studies will be of important policy concern but will not usually have the high priority of NIE topics.
- As in most NIEs of recent years the argument of the analysis and the supporting evidence will normally be exposed in some detail.

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(3) The Office of National Estimates along with the Board of National Estimates will be eliminated and the estimative intelligence function will be absorbed by the NIOs. The NIO will draw on the assets of the entire intelligence community to draw together panels of experts to prepare NIEs and other estimative papers. The use of outside consultants will be selectively increased where appropriate.

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4.

The National Intelligence

Survey Program

The National Intelligence Survey (NIS) program was terminated for budgetary reasons. On 19 July 1973 the United States Intelligence Board regretfully approved the FY1974 phaseout of this twenty-eight-year-old program which has made a substantial and valuable contribution to the intelligence effort. The CIA with contributions and cooperation from the DoD, the Department of State, and others will continue to publish an Interagency Factbook similar to the NIS Factbook.

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4e. Current and Crisis Information Reporting Systems

Recent studies by the NSCIC and others have pointed out the problems of communication between intelligence producers and consumers as well as the lack of information exchange among the members of the intelligence community for military and diplomatic activities which might cause foreign reactions. As an aid to overcoming these problems the following concepts are being implemented:

1. Taking advantage of the operational and intelligence community organization as it now exists, a secure voice conferencing network has been established among the 24-hour watch officers of NMIC, NSOC, NMCC, CIA Ops Center, and State Ops Center/INR. (The White House Situation Room will be added as soon as compatible communications are achieved.) This National Operations and Intelligence Watch Officers Net (NOIWON) will be activated by any critic message or other communication related to a potential crisis situation. At the concurrence of any two watch officers a National Watch Officers Bulletin or series of Bulletins are issued which are descriptions of the event and identify that information which is unknown or

ambiguous. The Bulletin thus not only gives information but seeks information to be fed back to the NOIWON. The NOIWON procedures will be completed by the end of September 1973.

2. A second secure voice conferencing network is the National Operations and Intelligence Analysts Net (NOIAN) which is formed during a crisis and consists of analysts from the same agencies represented in the NOIWON who are familiar with the area or issues of the crisis. The NOIAN will produce a National Analysts Summary which will include the information generated by the Bulletins from the NOIWON as well as analytical judgments on the crisis. The NOIAN network and procedures for operations should be ready by the end of 1973.